

77 01466

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

APR 5 1977

UNIVERSITY OF CALIFORNIA



**CITY OF GARDEN GROVE
GENERAL PLAN**

GROWTH POLICY ELEMENT

city planning
" growth

Garden Grove
" "



Digitized by the Internet Archive
in 2025 with funding from
State of California and California State Library

<https://archive.org/details/C123318929>



CITY COUNCIL

Bernard C. Adams, *Mayor*

H. Louis Lake, *Mayor Pro Tem*

Woodrow W. Butterfield, *Councilman*

W. E. Donovan, *Councilman*

Laurence J. Schmit, *Councilman*

Richard R. Powers, *City Manager*

77 01466

INSTITUTE OF GOVERNMENTAL STUDIES LIBRARY
109 PHILOSOPHY HALL
UNIVERSITY OF CALIFORNIA
BERKELEY, CA 94720

Contents

Preface	v
Acknowledgment	vi
Resolution No. 3 – Environmental Policy, Planning and Advisory Commission	vii
Resolution No. 2619 – Planning Commission	ix
Resolution No. 4336-72 – City Council	xi
Introduction and Background	1
What is a Growth Policy	1
Study Objectives	2
Inventory and Policy Inputs	3
Historical Growth	3
Current State of the City	5
Review of Previous Staff Reports	5
Current Growth Trends	6
Existing City Policies Relating to Growth	7
Community Goals and Objectives	8
Human Environment	9
Physical Environment	10
Economic Environment	11
Governmental Environment	11
Alternative Growth Concepts	13
General Assumptions	13
Alternative A	13
Alternative B	14
Alternative C	15
Summary of Alternatives	16
Testing the Alternatives	17
Human Goals	17
Physical Goals	18
Economic Goals	19
Governmental Goals	19
Selection of Alternative	20
Alternative B Growth Plan	21
Population	21
Housing	21
Land Use	22

(Contents continued next page)

Policy Element	23
General Planning Policies	23
Land Use Policies	24
Housing Policies	24
Policy Compliance with Community Goals	24
Implementation	26
Land Use/Circulation Elements	26
Open Space Element	26
Housing Element	26
Conservation Element	26
Noise Element	26
Safety Element	27
Seismic Element	27
Scenic Highway Element	27
Five-Year Plan	27
General Plan Updating	27

TABLES

Table I – Population 1956 - 1971	3
Table II – A Comparison of Residential Densities - 1970.	4
Table III – A Comparison of Total Population	6
Table IV – Alternative “A” Population and Dwelling Unit Projections – 2000	14
Table V – Alternative “B” Population and Dwelling Unit Projections – 2000	15
Table VI – Alternative “C” Population and Dwelling Unit Projections – 2000	15
Table VII – Population and Dwelling Unit Projections – 2000 for Alternatives A, B, and C	16
Table VIII – Population Density Projections – 2000 for Alternatives A, B, and C	16
Table IX – Population Projections to 2000	21
Table X – Dwelling Unit Projections to 2000	21

Preface

On December 5, 1972, the Garden Grove City Council adopted the City's first Growth Policy. As an element of the General Plan, the Growth Policy establishes a broad base upon which more detailed policies in the other elements of the General Plan will be formulated. It also establishes a set of community environmental goals and a target growth concept which the policies are designed to implement and achieve. The Growth Policy Element of the General Plan does not place a ceiling on growth but rather is designed to influence growth toward the level which reflects the best balance between environmental protection and economic advantages for the citizens of Garden Grove.

Acknowledgment

We wish to express appreciation to the Orange County Planning Department and the Southern California Association of Governments for their cooperation and valuable contributions toward the preparation of the Growth Policy Element.

Prepared by the

L Garden Grove

Urban Development Department
City of Garden Grove
11391 Acacia Parkway
Garden Grove, CA 92640

RESOLUTION NO. 3

A RESOLUTION OF THE ENVIRONMENTAL POLICY, PLANNING AND ADVISORY COMMISSION OF THE CITY OF GARDEN GROVE RECOMMENDING TO THE PLANNING COMMISSION AND THE CITY COUNCIL ADOPTION OF THE PROPOSED GROWTH POLICY ELEMENT OF THE GENERAL PLAN.

WHEREAS, on June 13, 1972, the City Council of the City of Garden Grove directed staff to begin a systematic update of the City's General Plan; and

WHEREAS, California Government Code, Section 65302 requires in part that a general plan shall include a statement of development policies; and

WHEREAS, the Garden Grove Municipal Code, Section 2.38.100, provides in part that the Environmental Policy, Planning and Advisory Commission shall develop, select and constructively recommend for City Council adoption alternative goals and programs upon which council decisions may be made which accurately reflect the desires, needs and wants of the whole community; and

WHEREAS, the Garden Grove Municipal Code, Section 2.24.100, provides in part that the Planning Commission shall develop, and maintain the comprehensive general plan for the city consistent with good environmental, economic and social planning practices and shall develop plans, policies and standards for the comprehensive planning, regulation and development of land uses consistent with the goals of the city; and

WHEREAS, the Environmental Policy, Planning and Advisory Commission of the City of Garden Grove does report as follows:

1. The proposed Growth Policy Element of the General Plan submitted by the City staff was reviewed.
2. The Environmental Policy, Planning and Advisory Commission gave due and careful consideration to the

matter during their meetings of July 17, August 21, September 18, and October 16, 1972; and

WHEREAS, facts and reasons supporting the conclusions of the Environmental Policy, Planning and Advisory Commission are as follows:

1. The proposed Growth Policy Element of the General Plan as reviewed by the Environmental Policy, Planning and Advisory Commission is a general statement of development policies for the long range planning of the City of Garden Grove.
2. The proposed Growth Policy Element establishes a set of community environmental goals which reflect the needs, wants, and desires of the citizens of Garden Grove.
3. The proposed Growth Policy Element, Alternative B, calls for a maximum population of 135,000 persons by the year 2000 as being a proper balance between environmental protection and economic advantages.
4. The proposed Growth Policy Element establishes a set of general policy statements designed to implement Alternative B and to set guidelines for more specific policies to be contained in each of the other General Plan elements, and

WHEREAS, the Environmental Policy, Planning and Advisory Commission does conclude:

1. The proposed Growth Policy Element of the General

Plan provides a sound policy basis for guiding future decisions for the City of Garden Grove.

2. The proposed Growth Policy Element reflects the desires, needs and wants of the citizens of Garden Grove.

NOW, THEREFORE, BE IT RESOLVED that the Environmental Policy, Planning and Advisory Commission of the City of Garden Grove does hereby recommend to the Planning Commission and the City Council adoption of the proposed Growth Policy Element of the General Plan, including but not limited to the community environmental goals, the growth concept of Alternative B, and the specific growth policies, in order to give direction to long range planning and decision-making for the City of Garden Grove.

ADOPTED this 16th day of October, 1972.

/s/ Woodrow W. Butterfield
CHAIRMAN OF THE ENVIRONMENTAL POLICY,
PLANNING AND ADVISORY COMMISSION

I HEREBY CERTIFY that the foregoing resolution was duly adopted at a regular meeting of the Environmental Policy, Planning and Advisory Commission which was held October 16, 1972, and carried by the following vote, to wit:

AYES: MEMBERS: REAFSNYDER, SLATER, MARKEY,
BUTTERFIELD, SWENSON,
HABIBY, FEHER
ALTERNATES: PETROSINE, SHIRLEY

NOES: MEMBERS: NONE
ABSENT: MEMBERS: MC NAMARA, JOHNSTON

/s/ Margaret Estep
RECORDING SECRETARY OF THE
ENVIRONMENTAL POLICY, PLANNING
AND ADVISORY COMMISSION

RESOLUTION NO. 2619

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF GARDEN GROVE RECOMMENDING
THE ADOPTION OF THE PROPOSED GROWTH POLICY ELEMENT OF THE CITY'S GENERAL PLAN

WHEREAS, on June 13, 1972 the City Council of the City of Garden Grove directed staff to begin a systematic update of the City's General Plan; and

WHEREAS, California Government Code, Section 65302 requires in part that a general plan shall include a statement of development policies; and

WHEREAS, the Garden Grove Municipal Code, Section 2.24.100, provides in part that the Planning Commission shall develop and maintain the comprehensive general plan for the city consistent with good environment, economic and social planning practices and shall develop plans, policies and standards for the comprehensive planning, regulation and development of land uses consistent with the goals of the city; and

WHEREAS, on October 26, 1972 the Planning Commission of the City of Garden Grove reviewed the proposed Growth Policy Element for the City; and

WHEREAS, in the matter of the proposed Growth Policy Element of the City's General Plan the Planning Commission of the City of Garden Grove does report as follows:

1. The subject case was initiated by the City of Garden Grove pursuant to Section 65560 of the Government Code.
2. The applicant requests the review and recommendation of the proposed Growth Policy Element.
3. The Staff Report submitted by the City's staff was reviewed.

4. Pursuant to Legal Notice, a public hearing was held on the subject case and all interested persons were given an opportunity to be heard.

5. The Planning Commission gave due and careful consideration to the matter during their meeting of October 26, 1972; and

WHEREAS, facts and reasons supporting the conclusion of the Planning Commission, as required under Municipal Code Section 9220.4, are as follows:

1. The proposed Growth Policy Element of the General Plan as reviewed by the Planning Commission is a general statement of development policies for the long range planning of the City of Garden Grove.
2. The proposed Growth Policy Element establishes a set of community environmental goals which reflect the needs, desires, and aspirations of the citizens of Garden Grove.
3. The proposed Growth Policy Element, Alternative B, calls for a maximum population of 135,000 persons by the year 2000 as being a proper balance between environmental protection and economic advantages.
4. The proposed Growth Policy Element establishes a set of general policy statements designed to implement Alternative B and to set guidelines for more specific policies to be contained in each of the other General Plan Elements, and

WHEREAS, the Planning Commission does conclude:

1. That the proposed Growth Policy Element of the General Plan provides a sound policy basis for guiding future planning decisions for the City of Garden Grove.
2. That the proposed Growth Policy Element reflects the needs, desires, and aspirations of the citizens of Garden Grove.
3. That the proposed Growth Policy Element, as presented by City Staff, dated October 5, 1972, does possess characteristics that would indicate justification for a recommendation by the Planning Commission to the City Council of the City of Garden Grove for adoption of the proposed Growth Policy Element.

NOW, THEREFORE, BE IT RESOLVED that pursuant to Section 2.24.100 of the Municipal Code, the Planning Commission of the City of Garden Grove does hereby recommend approval of the proposed Growth Policy Element of the General Plan, including but not limited to the community environmental goals, the growth concept of Alternative B, and the specific growth policies, in order to give direction to long-range planning and decision-making for the City of Garden Grove.

ADOPTED this 27th day of October, 1972.

/s/ THOMAS B. CONN
VICE CHAIRMAN

I HEREBY CERTIFY that the foregoing resolution was duly adopted at a regular meeting of the Planning Commission of the City of Garden Grove which was held on October 26, 1972, and carried by the following vote, to wit:

AYES: COMMISSIONERS: CONN, FINCH, MCNAMARA,
SHELSTAD, SHELTON,
WOOLEY
NOES: COMMISSIONERS: NONE
ABSENT: COMMISSIONERS: MC CLEARY

/s/ NORENE SHERRARD
CLERK OF THE PLANNING COMMISSION

RESOLUTION NO. 4336-72

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF GARDEN GROVE ADOPTING
THE GROWTH POLICY ELEMENT OF THE CITY OF GARDEN GROVE GENERAL PLAN

WHEREAS, on June 13, 1972 the City Council of the City of Garden Grove directed staff to begin a systematic update of the City's General Plan; and,

WHEREAS, California Government Code, Section 65302, requires in part that a general plan shall include a statement of development policies; and,

WHEREAS, pursuant to Section 2.24.100 of the Municipal Code, the Planning Commission shall develop and maintain a comprehensive general plan for the City of Garden Grove; and

WHEREAS, on October 26, 1972 a public hearing was held before the Planning Commission of the City of Garden Grove to review the proposed Growth Policy Element; and

WHEREAS, after due consideration the Planning Commission recommended approval of the proposed Growth Policy Element and adopted by Resolution No. 2619 with specific facts and reasons supporting their conclusion as required by Section 9220.4 of the Municipal Code; and

WHEREAS, the City Council of the City of Garden Grove conducted a public hearing and gave due and careful consideration to the matter on November 14 and November 28, 1972.

NOW, THEREFORE BE IT RESOLVED that the City Council of the City of Garden Grove does hereby adopt the proposed Growth Policy Element of the General Plan for the reasons stated in Resolution No. 2619 of the City of Garden Grove Planning Commission which, along with said resolution, are specifically incorporated herein by reference.

ADOPTED this 5th day of December, 1972

/s/ BERNARD C. ADAMS
MAYOR

ATTEST:

/s/ RUBY K. SILVA
CITY CLERK

STATE OF CALIFORNIA)
COUNTY OF ORANGE) SS:
CITY OF GARDEN GROVE)

I, RUBY K. SILVA, City Clerk of the City of Garden Grove, do hereby certify that the foregoing Resolution was duly adopted by the Council of the City of Garden Grove, California, at a regular meeting thereof held on the 5th day of December, 1972, by the following vote:

AYES:	COUNCILMEN:	BUTTERFIELD, DONOVAN, LAKE, SCHMIT, ADAMS
NOES:	COUNCILMEN:	NONE
ABSENT:	COUNCILMEN:	NONE

INTRODUCTION AND BACKGROUND

The City of Garden Grove is embarking on an ambitious program to update the 1963 Garden Grove General Plan including revision of the land use and circulation elements as well as the creation of seven newly required elements: housing, open space, conservation, seismic, noise, safety, and scenic highway. In order to give direction to the General Plan update, it is necessary to review the goals of the community and establish policies for future growth. The first phase of the General Plan revision is the establishment of a Growth Policy Element.

What is a Growth Policy?

A growth policy represents a conscious public commitment to influence the future environment in certain ways considered to be in the public interest. The growth policy itself, which consists of a set of related policies, functions as the basic expression of public desire regarding the quality of the future environment.

Whereas absolute growth has received dominant public and private support in the past, the primary criteria for evaluating alternative growth policies would be the improvement in and preservation of environmental quality.

For the first time on any significant scale, there is a national questioning of the future direction of this country in terms of the amount and quality of growth. This is perhaps best indicated and articulated by the report of the National Goals Research Staff entitled: "Toward Balanced Growth: Quantity with Quality" (July 4, 1970). This report was a response to the President's specific request for a national growth policy. Two key points directly relevant to this proposal are made in this very timely document: (1) an explicit growth policy with a relatively long-term perspective is highly desirable; and (2) the central ingredi-

ent for such a policy is for the American people to decide just what sort of country they want this to be.

This prescription comes in a time of unprecedented concern about both environmental and social issues. Throughout the land, more and more public and private leaders are raising serious questions about the viability of continued growth.

The proposal for a growth policy does not presume that the City of Garden Grove can, by itself, determine the level or rate of population growth. It does, however, suggest that the exercise of coordinated local public policy can very substantially influence growth. This may be accomplished directly in some cases (such as the nature and timing of decisions on public investment in public facilities or the exercise of development controls) or indirectly (such as determining, monitoring, and publicizing the true costs of growth, so as to more fully inform the public regarding the issue).

So long as widespread and informed citizen involvement takes place at the local level, public policy can definitely influence the nature and extent of future growth in Garden Grove. If the general public is apathetic, there is a risk that those special interests which stand to profit most from growth, irrespective of its consequences, will exert the predominant force on public decisions.

Choice does exist, but it belongs to whomever chooses to exercise it. It will never be absolute, since it will always be affected by forces outside local control. But conscious choice can be far more significant than none at all.

The Orange County Planning Department is currently conducting studies leading toward the establishment of a County growth

policy. The City of Garden Grove, as one of the 26 cities in Orange County, has worked with the Orange County Planning Department in this area and has contributed information to their research. The Orange County Planning Department on the other hand has taken the lead in the county in developing a growth strategy program which will provide the cities with much needed leadership and expertise in creating their own growth policy plans. The Garden Grove growth policy program is somewhat patterned after and coordinated with the County's proposal so that the City and the County can work more closely in achieving the common goals that exist between the two entities.

Study Objectives

The purpose of the City Growth Policy Element is to act as a comprehensive statement designed to guide and influence total community change as the preface to the subsequent programs of detailed planning elements and implementation processes.

The objective of the General Plan revision is to update and amend the General Plan of 1963 and its amendments and to meet the requirements of state law regarding the mandatory general plan elements. The form and product of the current plan revision can be viewed as one step in the continuing process of long-range urban planning.

The goal of the planning program is to provide a current vehicle for coordinated decision-making relative to the future form of the City. For these decisions to effectively achieve the desired goal they must have a firm basis in policy. In developing the 1963 General Plan, policies were determined and incorporated into the recommendation. Some of these are clearly spelled out, while others are inherent in proposals and standards; however, a comprehensive set of policies is not included. Therefore, prior to embarking on a detailed review and development of the General Plan elements, a clear statement of policies is necessary

to ensure that changes in the plan reflect the accepted goals of the community.

The Growth Policy Element, in addition to giving direction to the preparation of the other General Plan elements and to guide the elected officials and administrative staff in long-range decision-making, is also intended to serve as a public information document to inform interested citizens, organizations, and public agencies on the possible future form and nature of their community and enable them to relate it to their own plans.

INVENTORY AND POLICY INPUTS

Historical Growth

In order to properly assess the current situation and to aid in developing alternative growth concepts, a review of past growth and an inventory of the current situation in Garden Grove is presented.

Incorporation of the City of Garden Grove took place in 1956 with an estimated population at that time of 42,000 persons. In May, 1957, the first special census taken of the newly incorporated community showed a population of 58,380 persons (see Table I). The next official census of population for the City was the decennial census of April 1, 1960. During this three year time span, the population had increased by nearly 26,000 persons, boosting total population to 84,238 persons. At this point, Garden Grove ranked third in population in Orange County behind Anaheim and Santa Ana, and twentieth in California.

A special census of the City of Garden Grove was taken in April, 1967, showing a population of 117,939 persons. This represents an increase of 33,701 persons over 1960 or an average annual increase of 4,814 persons per year. This was a substantial increase in population for a seven year span, but the average annual increase was substantially down from the decade of the 1950's.

The 1970 decennial federal census showed an official population of 122,524 for the City of Garden Grove. The average annual increase between the special census of 1967 and the federal census of 1970 dropped drastically, to approximately 1,500 persons per year. The latest population of Garden Grove is listed as 123,200 persons as of April 1, 1972.

TABLE I
POPULATION 1956 - 1971

Year (April 1)	Population	Annual Increase
1956	42,000	--
1957	58,380	16,380
1958	63,137	4,757
1959	74,073	10,936
1960	84,238	8,617
1961	92,264	8,026
1962	100,822	8,558
1963	107,600	6,778
1964	110,423	2,823
1965	114,235	3,812
1966	116,500	2,265
1967	117,939	1,439
1968	118,479	540
1969	120,500	2,021
1970	122,524	2,024
1971	123,200	676

Prior to 1962, residential construction in Garden Grove was predominantly in single-family units. In 1962, multiple unit authorizations surpassed single-family permits and except in 1964 have constituted an increasing percentage of the new housing to date. Currently, more than 36% of Garden Grove's housing is multi-family.

As a direct result of this increase in the percentage of total

dwelling units devoted to multiples, the density of population has also been increasing. In 1956, there was an average of 3,709 persons per square mile in Garden Grove compared with 5,380 in 1960 and 6,960 in 1970.

Table II shows a comparison of present population densities of the six largest Orange County cities. It should be noted that there are two types of density measurement that can be employed to relate population per square mile. One method is to relate population to total square miles in the city and the other to relate population to only that area actually used for residential purposes. Based on total city area, Garden Grove's density (6,960 persons per square mile) is higher than any of the other cities listed. However, based on residential area, Garden Grove, at 14,987 persons per square mile, is topped by Anaheim (16,007 persons per square mile) and is only slightly higher than Orange (14,419 persons per square mile). The reason for the differences between these two figures for each city relates to the general land use make-up for each community. Garden Grove with a greater percentage of land devoted to residential uses than Anaheim, for example, will show a greater density per total square mile. However, where only residential land is concerned, Anaheim shows a higher density.

TABLE II
A COMPARISON OF RESIDENTIAL DENSITIES
1970

City	Pop/Residential Square Mile	Pop/Total Sq. Mile
Garden Grove	14,987	6,960
Santa Ana	— —*	6,291
Anaheim	16,007	4,814
Huntington Beach	11,357	4,359
Fullerton	7,559	4,002
Orange	14,419	4,450

* Not available

Since 1964, Garden Grove has not kept pace with the retail sales growth rate experienced by the remainder of the County. As a consequence, Garden Grove has become a "dollar outflow" city in terms of retail sales — that is — more retail sales dollars are spent outside the City of Garden Grove by residents than are attracted into the City from residents of other cities. The trend for the future would appear to be a continuation of this present trend unless methods to curb this flow are implemented.

The number of local industrial firms in Garden Grove has increased uniformly since the late 1950's. There are presently more than 260 industrial firms in the City, more than quadruple the number in 1956. In spite of this growth, the City has only 1.3% of the industrial firms in the county. Recent growth, however, has been favorable, and the trend of continuing development of the Central Industrial District is encouraging.

In 1970, the City of Garden Grove established the Community Center District comprising 350 acres near the historical and geographical center of the City. In recent years, the civic aspects of the old "town center" have been revitalized with the construction of new public improvements, the location of new churches, the relocation of the Chamber of Commerce to the old library site on Main Street, and the construction of the new Public Safety Building in the Civic Center. The prospects for the future look bright as these improvements should stimulate new multi-family, commercial and office development.

Current State of the City

Southern California comprises one of the largest urban complexes in the United States and offers its residents a variety of life styles and a wide selection of available environmental features. A 1970 land use inventory revealed that of the more than 38,000 square miles within the Southern California region, only a very small percentage has yet been urbanized. In 1970, only 4% of the entire region had been urbanized with 72% considered undevelopable and therefore preserved, and 24% available for development.

The City of Garden Grove with a 1972 land area of 17.4 square miles is nearly 90% developed. Unlike the region and the County, Garden Grove is not faced with potential large population increases or development of vast areas of vacant land. Rather, the problems and issues of the City lie in the areas of quality of life, quality of the environment, and in the social and economic development of a maturing community. As a result, redevelopment or recycling of existing land uses will be a major consideration for Garden Grove in the years ahead. Not only redevelopment of the Community Center area can be expected, but also conversion of existing underproductive and incompatible land uses, primarily along arterial highways, must be considered. An even more significant long-range problem can be anticipated as the many existing single-family residential areas, mostly built during the short span of the 1950's and 1960's, deteriorate to a point where it may become economically feasible to redevelop them to an equal or greater density of housing or possibly even another land use. All of these factors must be weighed when considering alternatives and developing a growth policy for the City of Garden Grove.

Review of Previous Staff Reports

In the staff report "A Review of Population Density and Growth Policy for the City of Garden Grove" two alternatives for growth in Garden Grove were explored to project possible future populations and densities in the City.

The first assumption, Minimum Projection, assumed that the existing trends of growth would continue — that is — it assumed that existing zoning would remain as is and development would continue at the densities and land uses allowed by current zoning. For the Community Center, it was assumed that the Community Center District would develop at half the maximum density allowed by the Community Center zoning. Based on the Minimum Projection, a total population of 139,200 persons would reside in Garden Grove at saturation. Population density would amount to 15,518 persons per residential square mile and 7,964 persons per total square mile.

The second assumption, Maximum Projection, was based on the premise that there is a need to rezone certain properties to a more intense or economically feasible use. Some examples include rezoning vacant parcels of commercially zoned land along arterial highways to multi-family use, and rezoning appropriate vacant R-1 zoned land for townhouse development. This second projection assumed that the Community Center would develop at the highest density allowed by existing zoning. The Maximum Projection estimated a total population at saturation of 157,800 persons and a density of 17,185 persons per residential square mile and 8,913 persons per total square mile. Table III compares total population, dwelling units, and population densities for the present, the Minimum Projection, and the Maximum Projection.

TABLE III
A COMPARISON OF TOTAL POPULATION

	Population	Dwelling Units	Density Per Residential Sq. Mile	Density Per Total Sq. Mile
Present (1970)	123,200	36,776	14,987	6,960
Minimum Projection	139,200	41,396	15,518	7,864
Maximum Projection	157,800	47,395	17,185	8,913

As a result of this study, it can be seen that simply by making decisions on rezoning limited amounts of vacant land, the City can influence population growth in Garden Grove, based on the two assumptions, by 18,600 persons or 15.1% of the present total, and population density by 1,667 persons per residential square mile or 11.1% of the existing residential density. The value of establishing policies to guide future growth decisions is obvious. The consequences of various growth alternatives such as the two discussed above will be explored in detail as the alternatives are discussed in later sections of this report.

One of the primary implications of a growing population was explored in the staff study "An Analysis of Past and Projected Expenditures and Revenues for the City of Garden Grove." From this research it was determined that for every person added to the total population, the costs required to serve that person have increased over the past ten years at a rate greater than population growth and greater than revenues generated to the City. Therefore, one of the significant factors to be considered in developing and selecting a growth policy for the City of Garden Grove are the costs and revenues affecting local government as a result of an expanding population.

Current Growth Trends

As indicated in the historical review above, Garden Grove has been growing at a slower rate the past few years in terms of both population and building construction as the vacant land available for development decreases. However, in recent months, there has been a surge in construction activity in the City in residential units, both single and multi-family, in commercial buildings, and in industrial structures. The majority of this activity has been in the form of filling in small vacant parcels, adding to existing complexes, or in the Central Industrial District. However, there has been interest exhibited on the part of developers to look favorably on redevelopment of some under-developed parcels in the community. With the amount of vacant land available for development continually decreasing there will be increasing pressures for recycling of existing underproductive land uses. The Community Center District was established to accomplish this in the older City Center where conversion of small residential lots into more productive and intensive uses is planned. In addition, we can expect to see conversion of other underdeveloped parcels, primarily along arterial highway frontages, in the not too distant future. Determination of which parcels should be allowed to recycle from residential to, say, commercial uses is an important and far-reaching decision that will have to be made in the Land Use Element.

In the long run, the City can expect to face pressures for recycling other residential areas that are not appropriate for commercial uses. Entire tracts of homes constructed during the short span of the 1950's and 1960's will likely reach the point where recycling may be warranted at approximately the same time. A primary influence as to what uses and/or densities can be expected to replace these homes will be an economic one. However, the City cannot have all its older single-family residential areas converted to commercial or multi-family developments as has been the scattered trend to this point. A conscious effort on the part of the City must be displayed to plan ahead

for these conversions and to attempt to retard the deterioration process so that all the homes in a tract do not deteriorate to the point for recycling at the same time. The program to upgrade and conserve neighborhoods needs to be continued and expanded, and these processes will be a challenge to the creation of the Land Use Element and the Housing Element.

In sum, the City of Garden Grove is at the crossroads of what is likely to become a trend for other Orange County cities as their land area becomes totally developed and the pressures for recycling underproductive and deteriorating land uses increase. The Growth Policy Element will set the stage for the future development and form of Garden Grove, and the other General Plan elements will outline implementation programs to accomplish the desired goals and policies of the community.

Existing City Policies Relating to Growth

Although the City of Garden Grove does not have an explicit growth policy, there are several statements and policies that have an impact on growth and are detailed here as constituting an implied City growth policy.

The Land Use Element of the 1963 General Plan specifies three statements that are designed to influence growth through the implementation of the Land Use Element. They are:

1. *To create a balanced, orderly community and a desirable pleasant environment in which to live.*
2. *As well as possible, to concentrate residential, commercial, and industrial activities in their separate, but complementary locations.*

3. *To encourage population densities sufficient to stimulate and sustain adequate commercial activity, but in keeping with suburban character.*

It has been shown above that there is a lack of a comprehensive set of policies to guide future growth in Garden Grove. It is for this reason that it was determined there is a need for a City Growth Policy.

Before exploring the various growth concepts and selecting one which will be used to guide future development in Garden Grove it is necessary to take a look at the various existing goals, to evaluate their applicability for the future, and to formulate revised goals if necessary.

COMMUNITY GOALS AND OBJECTIVES

A complete set of goals and objectives is vital as the primary basis upon which all subsequent planning rests. These goals provide the direction for the physical and policy plans of the City and the conditions which they must fulfill. The first step in determining goals for the City is to inventory the existing goals in order to better evaluate their suitability for use in the Growth Policy Element.

There are two areas where existing goals of the community are outlined – The City Council Policy Manual and the City's Five Year Plan. No other stated goals on a community-wide basis were found to exist.

A. City Council Policy Number 100-01, effective August 3, 1968. "It is the policy of the City Council to promote the following as goals for the City of Garden Grove:

1. To develop a good community self-image.
2. To develop leadership at all levels.
3. To improve communications among individuals, organizations and governments.
4. To preserve, maintain and extend those things which make Garden Grove a good place in which to live.
5. To be responsive to emerging social problems.
6. To solve the community's economic problems.
7. To provide facilities and services at a level responsive to community needs."

B. City Council Policy Number 100-09, effective November 6, 1968. "It is the policy of the City Council that the City will continue to welcome any responsible person into the community regardless of race, religion, or national origin."

C. Major Community Goals of the Five-Year Plan

1. Develop a satisfactory home and community environment for all persons residing in Garden Grove.
2. Promote the economic development of the City.
3. Develop optimum human resources in Garden Grove.
4. Provide a reasonable degree of personal and community safety for all of the residents of Garden Grove.

From this inventory it was determined that a comprehensive set of community goals did not exist and that a set of community environmental goals is needed as a basis for developing a City growth policy.

The Urban Development Staff conducted a study for the Environmental Policy, Planning Advisory Commission (EPPAC) in November, 1971, comparing the goals of the City Five-Year Plan with the proposed environmental goals developed for the Orange County Growth Policy. It was pointed out in this paper that the two sets of goals were quite similar despite the fact that the City goals were established to guide the budgetary process over a five-year period and the County goals were designed specifically for a growth policy program. A review of the

County goals indicates that the four major goals proposed by the County are identical in scope to four of the five goals established in Garden Grove's Five-Year Plan. The remaining goal — Personal and Community Safety — is contained in the County's Human Environment goal. Below are listed the major goals from both the County Growth Policy and the City's Five-Year Plan:

County Goal	City Goal
Human Environment	Develop. of Human Resources and Personal & Community Safety
Physical Environment	Home & Community Environment
Economic Environment	Economic Development of the City
Govt. Environment	General Management and Support

From this comparison, it is apparent that the City and the County have much in common regarding broad goals for their respective citizens. Therefore, it appears reasonable to formulate detailed environmental goals for the City Growth Policy based on the existing City Five-Year Plan goals and the County goals, expanded to a form suitable for a City growth policy.

Detailed below are the environmental goals which are representative of the existing goals of the City and its citizens, and in a form against which policy alternatives and their consequences can be tested in developing the actual set of policies in the Growth Policy Element for the City of Garden Grove.

Human Environment

The human environmental goals are those goals related most directly with the well being of man. All of the goals are related in one way or another to man and his activities, but the human goals deal with him as an individual: his opportunity to develop his full potential, physically and mentally; his physical and mental health; his use of leisure time and the way he lives.

HUMAN GOALS

1. Opportunity

Opportunity for all residents of the City of Garden Grove, regardless of economic status, race, creed, color or place of residence, to express their personal feelings and desires, to pursue the religion of their choice, to participate in their own way of life and to enjoy all of their constitutional rights.

2. Health

Good health for all City residents and quality health services as required to meet the needs of the residents.

3. Education

Lifelong educational programs and quality facilities that will permit all residents of the City to develop their mental and physical capabilities to their full potential, to achieve their personal goals and to participate fully as active citizens.

4. Recreation

Recreational facilities and programs that will satisfy the needs of all segments of the City population for meaningful leisure time activities.

5. Culture

Public cultural facilities and activities that are open to all of the people, that are distributed throughout the City, that provide a form of identification for the community and that meet the varied needs of the many groups residing in Garden Grove.

6. Community

A choice of residential densities and neighborhoods, where the individual may develop a sense of identity and belonging, satisfy physical and economic residential needs, and live according to the life-style of his choice.

7. Safety / Security

A safe and secure environment for every resident of the City while at work, at home, or any other location within Garden Grove.

Physical Environment

The physical environmental goals relate primarily to the physical surroundings in which we live. They include the natural physical elements, as well as the man-made physical elements.

PHYSICAL GOALS

1. Environmental Quality

Optimum sustainable environmental quality levels with respect to air, water, sound levels, landscape and plant and animal life.

2. Housing

A supply of housing that varies in cost, design, type and location and that will meet the housing needs of every resident of the City.

3. Transportation

An integrated transportation system with the capability to move people, goods and private vehicles with maximum efficiency, economy, safety and comfort.

4. Urban Development

Comprehensively planned development of the City in order to more satisfactorily meet the needs of all present and future residents.

5. Amenities

Preservation and enhancement of the amenities of the natural environment through the prudent use of open space, parks, trails and walkways and through the harmonious blending of man's urban structures and life into the physical environment.

6. Natural Resources

The wise use and the conservation of natural resources, enabling present residents to meet their needs and simultaneously protecting necessary resources for the use of future City residents.

Economic Environment

The economic environmental goals relate to the internal and external factors influencing the economy of Garden Grove, as well as the financial structure of the City itself. In a sense, the economic environment is the complex financial network that entwines every element of life within Garden Grove. This network must function smoothly, completely and at a level that will meet the varied needs of all residents.

The economic system must insure that the basic financial needs of each resident are satisfied, that there is a proper balance and mix of business operations within the system, that the system stability remains within desired limits and that financial operations are convenient for the user.

Each of the four environments are affected by outside influences, but the economic environment is frequently influenced by external factors to a greater degree than the other three environments. As an example: the change in national policy relative to the aerospace industry has had a major impact on the local economy.

ECONOMIC GOALS

1. Economic Stability

A stabilized economy, that is healthy and vigorous, and where business and industry are properly balanced to meet the needs of all residents relative to goods, services, income and opportunity.

2. Basic Income

The opportunity for every employable resident of the City to receive, as a minimum, a basic income that will allow the individual or family to meet the basic needs of life.

3. Economic Mix/Distribution

A balance of effectively distributed commercial and industrial operations located in convenient, efficient, and aesthetically pleasing centers that are compatible with their surroundings.

Governmental Environment

The governmental environmental goals concern all aspects of government operation. Since the only purpose of the government is to satisfy the needs of the citizens and since local government has an opportunity to take action in this environment to a greater degree than the other environments, the goals for this environment are quite critical.

The goals involve the government structure, the involvement of the citizens, the effectiveness and efficiency of the government operations, the gathering and utilization of revenues, the development and utilization of land and facilities, and intergovernmental coordination.

GOVERNMENTAL GOALS

1. Governmental Structure

A governmental structure for the City that fully recognizes the peculiarities of our local governments, the common goals of the City and the relationships that exist between the City of Garden Grove and the other cities in Orange County.

2. Citizen Involvement

Greater citizen involvement in local government through the use of improved mechanisms whereby information is made more readily available to the citizens, whereby the desires of the citizens may be more easily made known to their representatives, and whereby the citizens are informed of specific actions taken by elected officials.

3. Effectiveness/Efficiency

A government that is responsive and effectively meets the needs of the residents by providing facilities and services with maximum efficiency and at minimum cost.

4. Finance

A governmental financing system that maintains a balance between expenditures and revenues and which equitably distributes the tax burden among the residents of the City and between the present and future beneficiaries of such expenditures.

5. Land/Facilities

Optimization of land acquisition and the development of public facilities to meet the needs of the present and future residents of the City.

6. Coordination

A high degree of coordination in policy formulation and implementation between the City and other governmental jurisdictions within Orange County.



ALTERNATIVE GROWTH CONCEPTS

In the previous section, a set of community environmental goals was developed to be used in testing various growth alternatives in order to select a population growth and density pattern that will best fulfill these goals. It is the purpose of this section to develop alternative growth concepts for the City, to discuss their implications, to evaluate the alternatives as they relate to the environmental goals, and to select the one alternative that best achieves the goals for the City of Garden Grove.

In the course of selecting growth patterns which would best fulfill the expressed goals of the City, various alternative growth patterns were examined. While the number of possible combinations of factors and resulting growth patterns is very large indeed, three were selected for study as being the most representative of the current range of trends and pressures for the future development of Garden Grove.

General Assumptions

To set the stage for the development of the three alternatives it was necessary to make some basic assumptions regarding the future of the City. The following assumptions apply to all three of the alternative growth concepts:

1. The total land area of Garden Grove will remain near the present 17.4 square mile figure.
2. Existing and currently proposed transportation modes and circulation patterns will continue to exist.
3. The alternatives developed will be considered to exist as of the year 2000.

4. The improvement of air and water quality is advocated in all growth alternatives.
5. Commercial and industrial facilities will be provided in proportion to the population and land areas proposed for development in each alternative.

Alternative A

This alternative concept postulates a relatively low density minimum growth for Garden Grove. To accomplish this, a number of policy assumptions were made concerning growth and development. The assumptions made to implement this concept are:

1. Vacant land will be developed at the densities allowed by existing zoning or at a lower density.
2. Recycling of existing residential land uses to a higher density will be limited, and in most cases existing densities will be maintained. A program to conserve and improve existing residential areas will be implemented.
3. The Community Center District will be redeveloped at approximately one-third the density currently allowed by existing zoning.

The growth alternative stresses maintaining existing residential densities throughout the City. Any redevelopment of existing single-family areas would be to a similar density of population. The only significant increase in population density would occur in the Community Center District.

To give a more detailed numerical picture of this alternative, the following table depicts data on population and density projections:

TABLE IV
ALTERNATIVE "A" POPULATION AND
DWELLING UNIT PROJECTIONS - 2000

Residential Category	#DU's	Pop.	Net Acres	Pop. Per Res. Sq. Mile	Pop. Per Total Sq. Mile
High Density	1,200	2,400	48		
Med. Density	8,280	18,200	460		
Low Density	29,700	106,900	4,712		
	39,180	127,500	5,220	15,550	7,200

As the figures in the preceding table illustrate, population growth will continue to occur in Garden Grove, although at a minimum rate and resulting in a relatively low density city-wide. Population on a square mile basis would increase only slightly from the current city-wide average of 14,987 persons per residential square mile and 6,960 persons per total square mile. This alternative has the desirability of maintaining a low density urban form, but this low density could create many problems for the community as will be shown in the next section where the three alternatives are tested against the environmental goals of the community.

Alternative B

This alternative incorporates a more moderate growth rate and density pattern than Alternative A, primarily through the use of recycling selected underproductive and deteriorating areas to a higher density. The basic assumptions employed to develop this alternative are:

1. Vacant land will be developed in most cases at the densities allowed by existing zoning.
2. Recycling of existing residential land uses to a higher density will be accomplished to a moderate degree. Existing densities will increase in selected areas in order to redevelop underproductive and deteriorated areas. A combination of recycling land uses along with a program to conserve and upgrade the remaining residential areas will be accomplished.
3. The Community Center District will be redeveloped at approximately one-half the densities allowed by the existing zoning.

Alternative B emphasizes growth on a balanced basis in that most single-family residential areas will retain their low density but that in order to maintain property values in the City, recycling of certain underdeveloped, unproductive, or deteriorating properties will be necessary. In the recycling process some areas will retain their present density while others will require a somewhat higher density to induce redevelopment.

The following table provides a breakdown of population, dwelling unit, and density data for Alternative B.

TABLE V

**ALTERNATIVE "B" POPULATION AND
DWELLING UNIT PROJECTIONS – 2000**

Residential Category	#DU's	Pop.	Net Acres	Pop. Per Res. Sq. Mile	Pop. Per Total Sq. Mile
High Density	1,730	3,460	48		
Med. Density	16,300	35,860	905		
Low Density	26,580	95,680	4,217		
	44,610	135,000	5,170	16,680	7,630

The figures above indicate that Alternative B provides for a moderate rate of growth. Population on a square mile basis will increase from the present 14,987 persons per residential square mile to 16,680 and population per total square mile from 6,960 to 7,630. This alternative has the desirability of maintaining an overall low density while providing for the necessary recycling of selected parcels of land.

Alternative C

This alternative incorporates a higher rate of growth and density pattern than either Alternative A or B. Considerable recycling of existing land uses to higher densities is planned. The basic assumptions employed to implement this concept include:

1. Vacant land will be developed in most cases at a density greater than currently allowed by existing zoning.

2. There will be a considerable amount of recycling of older single-family residential areas to higher densities throughout most of the City. Little or no attempt to conserve or upgrade existing single family areas will occur.
3. The Community Center District will be redeveloped at a density the same as or greater than allowed by existing zoning.

Alternative C calls for a maximum rate of growth with most of the existing vacant land suitable for residential uses to be developed to a medium or high density. A major emphasis will be placed on recycling single-family areas to medium or high density land uses as a result of economic pressures to redevelop. Little stress will be placed on measures to preserve and upgrade existing single-family residences thereby encouraging higher density recycling.

TABLE VI

**ALTERNATIVE "C" POPULATION AND
DWELLING UNIT PROJECTIONS – 2000**

Residential Category	#DU's	Pop.	Net Acres	Pop. Per Res. Sq. Mile	Pop. Per Total Sq. Mile
High Density	8,160	16,320	170		
Med. Density	29,540	64,990	1,641		
Low Density	20,470	73,690	3,249		
	58,170	155,000	5,060	19,620	8,760

It can be seen from the above table that this alternative provides for a relatively high rate of growth resulting in a density of 19,620 persons per residential square mile and 8,760 persons per total square mile which compares with the present densities of 14,987 and 6,960 persons per square mile respectively. With a projected total population of 155,000 and more than 58,000 dwelling units it is clear that growth to these levels would create a great many urban problems, and that careful planning and administration would be needed to prevent the kinds of crises already occurring in older and more densely populated cities.

Summary of Alternatives

The figures in the previous sections can be compared to give a clearer picture of the nature of the choices. To illustrate, combined figures on population, dwelling units, land area, and density show how the alternative concepts vary in their consequences for the City's future.

TABLE VII

POPULATION & DWELLING UNIT PROJECTIONS – 2000 FOR ALTERNATIVES A, B, AND C

Residential Category	Number of Dwelling Units		
	A	B	C
High Density	1,200	1,730	8,160
Medium Density	8,280	16,300	29,540
Low Density	29,700	26,580	20,470
	39,180	44,610	58,170

Residential Category	Population		
	A	B	C
High Density	2,400	3,460	16,320
Medium Density	18,200	35,860	64,990
Low Density	106,900	95,680	73,690
	127,500	135,000	155,000

TABLE VIII

POPULATION DENSITY PROJECTIONS – 2000 FOR ALTERNATIVES A, B, AND C

Population Per Residential Square Mile		
A	B	C
15,550	16,680	19,620

Population Per Total Square Mile		
A	B	C
7,200	7,630	8,760

The intent of this discussion is to provide some detail on a few of the numerous potential ways in which Garden Grove can grow and develop. These considerations will be useful in testing three alternatives against the community environmental goals which will be covered in the next section.

TESTING THE ALTERNATIVES

The purpose of this section is to test the various alternative growth concepts against the community environmental goals established earlier in this report. In the following discussion each major and secondary goal will be discussed with respect to the three alternatives, and the impact each alternative will have on each goal will be analyzed. From this discussion it should become clear as to which concept best fulfills the desires and needs of the community as expressed in the community environmental goals, beginning on page 9.

Human Goals

1. Opportunity

Alternative C would appear to provide the greatest opportunity to the residents regardless of economic status, race, creed or color in that a wider choice of areas in which to live would be provided in this concept for growth.

2. Health

All three alternatives would appear to provide for essentially the same health benefits.

3. Education

The lower density Alternative A would best permit residents to develop their full educational potential and for quality educational programs and facilities to be instituted. A smaller population obviously will place fewer demands on local educational facilities and will allow greater em-

phasis to be placed on quality rather than quantity of education programs. On the other hand, today's primary method of financing local education is directly related to the value of local properties. Therefore, the greater the value of land in the City, the larger the revenues will be generated for education purposes. The C Alternative with its greater proportion of higher density dwelling units would provide more tax dollars per acre than either A or B. Alternative B, with a more moderate density and tax base, would appear to provide the best balance between these two factors of population to educate, and property values needed to support the education facilities and programs.

4. Recreation

As with education, recreational facilities and programs to satisfy the needs of the citizens would best be achieved in the lower density Alternative A where quality of these activities could be stressed. But again property tax base must be considered since revenues produced by a more highly developed community will generate more property taxes. Another plus for Alternative C is that, since the City receives nearly as much retail sales tax as property tax, a higher population will tend to generate more retail sales in the community. On the other hand, as was shown in the Staff's report on revenues and expenditures, a larger population tends to increase costs to the City on a per capita basis. Therefore, it would appear that Alternative B would offer

residents the best opportunity for achieving their recreation potential at the least cost.

5. Culture

To date, the City has not actively participated in funding public cultural facilities to any great extent. However, the trend appears to be in this direction, and if so, it would appear that Alternative B, as was the case with recreation activities, would provide the best balance between providing these services and funding to accomplish this goal.

6. Community

Alternative C would provide for a much wider choice of residential densities and neighborhoods to satisfy the physical and economic residential needs of the citizens.

7. Safety / Security

Although it cannot be proved conclusively for Garden Grove, it is widely held that a lower density of population creates fewer demands for police services. Therefore, Alternative A with a lower density would best achieve the goal of providing a safe and secure environment for every resident of the City.

Physical Goals

1. Environmental Quality

Alternative A would provide the best opportunity to achieve the optimum sustainable environ-

mental quality levels with respect to air, water, sound levels, landscape, and plant and animal life.

2. Housing

In order to meet this goal to provide a supply of housing that varies in cost, design, type, and location and that will meet the housing needs of every resident of the City, Alternative C with its wider range and quantity of housing types would have to be implemented.

3. Transportation

To meet the goal of providing for an integrated transportation system to move people, goods, and private and public vehicles with maximum efficiency, economy, safety, and comfort, a number of factors come into play. When considering our present primary mode of transportation, the automobile, it would appear that a lower density would best allow for this. However, when viewing a longer range approach where mass transit of one form or another could be instituted, a higher density certainly would allow for a more economical and efficient transportation system. Once again we are faced with selecting between the two extremes of low and high population and density; the more moderate Alternative B appears to be a logical compromise.

4. Urban Development

Achieving a comprehensively planned development of the City could be provided for in all three alternatives as long as sound planning prin-

ciples and techniques are employed.

5. Amenities

The lower density and total population Alternative A would provide the best preservation and enhancement of the amenities of the natural environment.

6. Natural Resources

As with the amenities goal above, Alternative A would best satisfy the goal of protecting natural resources.

Economic Goals

For the purpose of developing alternative growth concepts, it was assumed that commercial and industrial facilities would be provided to complement the various populations assumed for each alternative. Therefore, all three alternatives would essentially satisfy the three economic goals to the same degree. One important consideration, however, which is also a part of the governmental goals discussed below is the effect of growth on the internal financial operations of City government.

As was learned in previous staff reports, the cost of serving Garden Grove's population has increased the past ten years at a rate greater than population growth and revenues. (It should be noted that it has not been proved conclusively that these increases are not a result of expanded services and inflation.) On the other hand the financial status of the City depends a great deal on the ability of the community to grow in population. The ability of the City to support its existing plus new and badly needed shoppers goods retail outlets, from which the City currently receives nearly 18 percent of its revenues, depends on

an expanding population to support these facilities. A very pointed example can be made for the Community Center District where redevelopment of the commercial area depends directly on an increase in density and total population in the area to be able to succeed. An economically viable community center should provide both valuable property tax and retail sales tax revenues to the City. A larger population will also generate to the City greater State revenues, many of which are allocated on a per capita basis.

In terms of achieving the economic goals of the community, it appears that once again the concept of balance emerges, here between population growth and its costs and economic growth and its benefits. Alternative B would seem to fulfill the needs of the community the best.

Governmental Goals

1. Governmental Structure

All three growth concepts would appear to be able to achieve this goal at this particular time. However, it should be noted that Alternative B appears to more closely represent the current thinking of the various local governments in Orange County in the establishment of growth policies.

2. Citizen Involvement

No one alternative would appear to be able to achieve this goal better than another.

3. Effectiveness / Efficiency

Alternative B would seem to best achieve this goal of being responsive and effectively meeting

the needs of the residents by providing facilities and services with maximum efficiency and at minimum cost. Creating an effective balance between the costs of providing services to an expanding population and the revenues they contribute to the City in property taxes and retail sales taxes is provided best by Alternative B.

4. Finance

Achieving a governmental system that maintains a balance between expenditures and revenues to this point in this discussion appears to be the one equalizing factor between the desirable elements of Alternative A with its low growth but detrimental economic consequences, and Alternative C with its undesirable high density and growth and its important economic advantages. As pointed out in both the Economic Goals discussion and this section on Governmental Goals, Alternative B would provide the best balance for the citizens of Garden Grove.

5. Land / Facilities

Optimization of land acquisition and the development of public facilities to meet the needs of the residents would best be satisfied by Alternative A and its lower population and resultant diminished demand for public facilities.

6. Coordination

All three alternatives would allow for a high degree of coordination between the City and other governmental jurisdictions within Orange County.

Selection of Alternative

Based on the foregoing analysis and discussion of the three alternatives for growth in Garden Grove to the year 2000, Alternative B seems to provide the best concept to meet the community environmental goals when weighing all factors involved. As discussed under several goals, the need to provide a balance between environmental protection, i.e., lower density and population growth, and economic advantages offered by a higher density and growth, is a critical value to consider.

Alternative B would accommodate the expected population increase in a manner quite similar to present development. It would provide for a wide variety of housing and economic activities and would allow for the most efficient and effective financing of local government. Because of these factors, Alternative B has been selected as the one growth concept that most closely fulfills the stated goals and objectives of the City of Garden Grove.

ALTERNATIVE B GROWTH PLAN

Alternative B, as described in the previous sections of this report, has been selected as the best concept plan for the City of Garden Grove. This framework for future development is regarded as coming most closely toward fulfilling the stated goals of the community. Alternative B will accommodate the expected population increase in a manner quite similar to present development. It provides for a wide variety of housing and economic activities and allows for efficient and effective financing of local government.

The following sections discuss some of the aspects of the Alternative B plan.

Population

Population projections for Garden Grove to the year 2000 were made based on the number of new dwelling units expected to be added to the City inventory to the year 2000. Development of vacant land as well as recycling of selected land uses are included in determining the total figures. Rate of growth was determined by employing past growth rates and recent trends affecting future rates of development in the City. Based on these factors, the following population projections result.

TABLE IX
POPULATION PROJECTIONS TO 2000

<u>Year</u>	<u>Population</u>
1975	125,800
1980	128,200
1985	130,200
1990	131,900
1995	133,500
2000	135,000

It is apparent from these figures that people will continue to be added to the population although at a decreasing rate over the next 28 years. This growth will occur initially in the development of vacant land and later, as the recycling process is warranted, in underproductive and deteriorating areas.

Housing

The Housing Element of the General Plan will detail the directions to be taken in providing housing for the City's residents based on the Alternative B projections of 135,000 persons by 2000. Projections developed earlier for Alternative B indicated the expected number of dwelling units by density for the year 2000. Below are projections by five year increments for total dwelling units in Garden Grove.

TABLE X
DWELLING UNIT PROJECTIONS TO 2000

<u>Residential Category</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
High Density	760	930	1,120
Medium Density	9,140	10,430	11,760
Low Density	27,850	27,790	27,620
	37,750	39,150	40,500
	<u>1990</u>	<u>1995</u>	<u>2000</u>
High Density	1,300	1,500	1,730
Medium Density	13,150	14,600	16,300
Low Density	27,350	27,000	26,580
	41,800	43,100	44,610

The above table indicates the projected housing picture from 1975 to 2000 under the Alternative B concept. These figures take into consideration the expected increase in dwelling units based on development of vacant land and recycling of developed land, decreases in population per dwelling unit as the community matures, and increases in dwelling units per acre on a City-wide basis. Generally, recycling to high density will occur in the Community Center with some redevelopment to medium density on selected properties throughout the City.

Recycling of low density areas in many cases will be to a somewhat higher density but will remain within the low density category, e.g. 7,200 square foot lots could be recycled to townhouses at 10 units to the acre.

Land Use

It is the function of the Land Use Element to detail land uses and residential densities in order to implement the provisions of the Growth Policy Element. Specific policies, objectives, and principles will be prepared in the Land Use, Housing, and the other elements of the General Plan to allow for development in accordance with the proposals of Alternative B as expressed in the policies described in the next section.



POLICY ELEMENT

In order to achieve the goals and objectives of the community as stated in this report and as interpreted in the selected growth concept, a set of policies and programs is needed. The following statements of broad policy are provided as a basis for formulating the necessary programs for policy implementation. The controls on population and urban development included in these policies are necessary to provide guidelines for future planning and decision-making as will be contained in each of the elements of the General Plan. The guidelines will also be of value to other local jurisdictions such as the Garden Grove Unified School District and the Garden Grove Sanitary District to enable them to relate these policies to their own plans. Supplementing the broad policies stated below, each of the various General Plan elements will contain more detailed policy statements.

General Planning Policies

1. The quality of life for each and every citizen should be the yardstick against which all implementable programs are measured. In case of conflict or doubt on policies, programs, and actions, the protection of this quality should be the dominant factor.
2. Planning decisions affecting the City of Garden Grove should be coordinated with other planning efforts in Orange County and the Southern California region, recognizing the interdependence of the City and surrounding jurisdictions.
3. The City of Garden Grove should join together with other public agencies to combat environmental pollution in cooperation with private groups and organizations.
4. Based upon a need and desire to improve the quality of life for all the City's residents and to improve the quality of the environment, a moderate rate of population growth should be planned for and accommodated through proper land use controls and other policy implementation programs.
5. Growth throughout the City should generally follow existing patterns and be low density in character, with higher densities reserved for specific areas where economics will require increased densities to warrant recycling of land uses.
6. The expansion of the economic and employment base should be supported when such expansion serves to reduce environmental pollution, to assist in providing better public services, and maintain fiscal well-being.
7. Effective controls should be developed to implement these basic policies.
8. Money resources of all types should be identified and allocated to the implementation of these policies.

Land Use Policies

1. The utilization of land use recycling should be approached with caution so as to keep the net effect of land use density City-wide consistent with the community environmental goals.
2. Expansion of new commercial land uses should be consistent with expected populations, and quality retail outlets serving a regional rather than just local clientele should be encouraged.
3. Industry which will provide long term employment opportunities for local residents should be encouraged.
4. A vigorous program to continue the revitalization of the Community Center District should be implemented.
5. Street and highway rights - of - way should be viewed as having a potential for accommodating a variety of transportation modes.
6. Freeways should be constructed only when they are the best solution to the transportation needs of both the City of Garden Grove and the Southern California region.
7. All avenues should be explored and facilities considered for meeting the open space needs of the residents of Garden Grove.
8. Utilization of the joint use concept for providing open space should be continued and expanded.

Housing Policies

1. Programs to conserve existing neighborhoods and to rehabilitate deteriorating residential areas should be continued.
2. Tax policies should be revised to encourage physical maintenance and/or improvement of existing housing.
3. A responsible and equitable set of policies on the construction and distribution of low and moderate income housing should be formulated to assure that low income and minority persons will have the opportunity to obtain adequate housing within their means in a variety of types.
4. The recycling of existing residential areas should be to a density only as high as warranted by economics, and every effort should be made to recycle within existing residential density categories.

Policy Compliance With Community Goals

Each of the above policies, considered in isolation, could apply to many alternatives for growth, but when taken as a whole, the cumulative effect will be to encourage and guide growth toward the indicated ends described in Alternative B. Implementation of the recommended policies will aid the fulfillment of the

community goals in the following ways:

1. Influencing the rate, size, and distribution of the expected population growth.
2. Providing housing and employment opportunities.
3. Providing open space which is accessible to all residents.
4. Working to eliminate environmental pollution.
5. Guiding development toward a low overall density with a variety of available densities and life styles.
6. Avoiding the problems of overcrowding, center city decay, breakdown of services, traffic congestion, physical deterioration, and other growing urban problems.
7. Allowing for the necessary recycling of land uses to encourage better utilization of property and providing incentives to create a more aesthetically pleasing environment.
8. Providing an effective balance between environmental protection and economic growth to allow for an efficient and cost-effective City government.



IMPLEMENTATION

A number of tools are available to implement the policies developed herein in order to attain the Alternative B growth concept. The primary tools are the various elements of the General Plan and the City's Five-Year Plan.

Land Use/Circulation Elements

These elements of the General Plan provide the most direct method of carrying out the policies for the future and achieving the community environmental goals. By determining where residential areas will be located and at what densities, we are able to plan for accommodating the City's population to the year 2000. If in the future it is felt desirable to modify policies to accommodate a larger or smaller population and/or density, a general plan amendment could be initiated to alter the amount of area devoted to a particular category of residential development. Other land uses such as commercial, industrial, and open space are allocated in a similar manner to serve the projected number of residents of the community.

Carrying the implementation process a step further are the zoning map and the master plan of streets and highways. The master plan of streets and highways designates the types and sizes of streets that are required to adequately serve the land uses and population densities detailed on the land use plan. The official zoning map and zoning ordinance implement the Land Use Element by stating what uses, densities, and standards of development are allowed and required in each area of the City, all designed to implement the policies of the Growth Policy Element in order to achieve the community environmental goals.

Open Space Element

The Open Space Element will set forth procedures whereby open space acreage can be expanded and better utilized for use by present and future residents. An open space zone should be created to implement the open space policies and proposals by reserving land which is suitable for open space needs.

Housing Element

This element will contain more detailed policies and specific programs to meet the City's housing needs to the year 2000. Provisions for preserving existing housing, rehabilitation of deteriorating housing, and recycling of residential land uses will be included.

Conservation Element

The Conservation Element will outline programs for the conservation of the City's natural resources, which for the City of Garden Grove include primarily water and air. The provisions of this element will aid in implementing policies dealing with the quality of the environment.

Noise Element

Also dealing with environmental quality will be the Noise Element which will outline programs to deal with the increasing noise pollution facing Garden Grove today, thus implementing the policies to achieve the community environmental goals.

Safety Element

This element will take a look at the present standards and make recommendations toward creating a safer community and implementing policies to achieve a better quality of life for the residents of Garden Grove.

Seismic Element

The Seismic Element will identify areas subject to earthquake activity and those areas that present hazards to development. From this information, standards can be developed to aid in guiding future growth toward achieving the community environmental goals.

Scenic Highway Element

This element will set standards and make recommendations regarding the creation of scenic highways in the City, a further implementation tool to create a quality community environment.

Five-Year Plan

The Five-Year Plan is the primary budgetary tool used to implement the policies of the General Plan in order to create the kind of community expressed in the policy statements and the community environmental goals.

General Plan Updating

In the future, as the City works toward achieving the community environmental goals, it may be necessary to revise or further refine the Growth Policy Element, the other General Plan elements, and the implementation programs. Since plan-

ning is a continuing process this is a normal procedure which should be done to reflect the current desires and needs of the residents of the community.

77 01466

U.C. BERKELEY LIBRARIES



C123318929



INSTITUTE OF GOVERNMENTAL STUDIES LIBRARY
109 PHILOSOPHY HALL
UNIVERSITY OF CALIFORNIA
BERKELEY, CA 94720

